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for Development

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Afe Babalola University, Ado Ekiti

8.5 Afe Babalola Way, Ado Ekiti

Ekiti State, Nigeria

E-mail: info@ogeesinstitute.edu.ng

Tel: +234 81 40000 988



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PROFILE OF THE EDITORIAL TEAM FOR THIS SPECIAL ISSUE

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Prof Hany Besada

Prof Hany Besada is Program and Deputy Executive Director of the Diamond Development Initiative (DDI). He is a Senior Fellow at the Centre on Governance at the University of Ottawa, a Non-Resident Senior Research Fellow with the UN University Institute for Natural Resources in Africa and a Research Professor, Institute of African Studies, Carleton University. Until very recently, he was Regional Advisor, African Mineral Development Centre (AMDC) at the United Nations Economic Commission for Africa (UNECA). Prior to that, he was Theme Leader: Governance of Natural Resources at the North-South Institute (NSI) in Ottawa, Canada and Research Specialist on the United Nations High Level Panel Secretariat-Post 2015 Development Agenda, United Nations Development Program (UNDP) in New York. Prof Besada worked as Program Leader and Senior Researcher at the Centre for International Governance Innovation (CIGI) in Waterloo, Canada where he oversaw the Health and Social Governance Program. Before moving to Canada, he was the Principle Researcher: Business in Africa at the South African Institute of International Affairs (SAIIA) in Johannesburg, South Africa. Prof. Besada has worked as Policy Advisor for the South African Ministry of Local and Provisional Government, Amnesty International, United Nations Associations, the Joan Kroc Institute of Peace and Justice (IPJ) and the Office of US Senator Dianne Feinstein. He has consulted for the United Nations University Institute for Water, Environment and Health, United Nations Office for Sustainable Development, United States International Development Agency, African Capacity Building Foundation, and the Government of Sierra Leone.

Prof. Besada has published widely in international news media and academic journals. He is the author/editor of 12 books, 80 peer-reviewed scholarly and policy papers and over 80 opinion pieces. He is the author, editor or co-editor of *Did the MDGs Work? Meeting Future Challenges with Past Lessons* (Oxford University Press, 2017), *Governing Natural Resources for Africa's Development* (Routledge, 2016), *Development in Africa: Refocusing the Lens After the Millennium Development Goals* (Policy Press, 2015). He has appeared in over a dozen media interviews conducted by Voice of America,

BBC Arabic, Canadian Television, Canadian Broadcast Corporation and South Africa Broadcast Corporation on a range of current socio-economic and political debates concerning Africa and the Middle East. He sits on a number of boards, panels and expert groups, including 2013-2015 African Capacity Indicators Reference Group, Society of International Development, Canadian International Council's Aid Study Group, Pan-African Legal Network, Institute of African Studies Advisory Committee, United Nations Association-San Diego Advisory Council, Canadian International Council's Africa Study Group, Cambridge Review of International Affairs Review Board, Canadian Foreign Policy Review Board, Alvin Curling Foundation Advisory Board, and Centre for Youth Development and Engagement Advisory Board. His research interests cover an array of themes ranging from natural resource governance, global governance, Africa's socio-economic and security development, private sector growth, trade and investment facilitation, Middle Eastern politics, fragile/failed states, peace building and post-conflict economic reconstruction.

Contributing Editors

Evren Tok

Dr. Mohamed Evren Tok (Co-LPI) is Assistant Professor and Program Coordinator of Public Policy in Islam Program, Qatar Faculty of Islamic Studies. Dr. Tok received his Collaborative PhD from the School of Public Policy and Administration and Institute of Political Economy at Carleton University, and his MA degree from the Institute of Political Economy at Carleton University. Since May 2011, Dr. Tok has been acting as Distinguished Research Associate at North South Institute, Ottawa/Canada. He has taught courses on international development, social development, public opinion and political economy at Carleton University. Since January 2012, he has been affiliated with Hamad Bin Khalifa University. He currently works on a three-year research (2013-2016) funded by QNRF on Governance of Natural Resources in Africa: Advancing a Qatari Perspective. Furthermore, he recently completed a two-year research funded by UNICEF, on Social cohesion, Community Building and Peace Education: A Comparison of Burundi and Chad. Dr. Tok's recent publications include, *South-South Cooperation: Policies, Challenges and Prospects*, with Hany Besada and Leah Polonenko, Forthcoming 2015, University of Ottawa Press; *Qatar: Policy Making in a Transformative State* with Lolwah Al Khater and Leslie Pal, Forthcoming 2015, Palgrave MacMillan. Dr. Tok has also organized various training programs for various ministries

including Qatar Ministry of Foreign Affairs on Conflict Resolution, Peace Building and Islamic Perspectives. Furthermore, he organized various sessions for Doha based professionals on strategic leadership, Islamic and Western Perspectives. In 2014, the Qatar Foundation community selected Dr. Tok as the Advisor of the year.

Jason J. McSparren

Jason is a PhD student in Global Governance & Human Security at the University of Massachusetts, Boston. Currently, he is a researcher on a three year project (2013-2016) funded by QNRF titled: Governance of Natural Resources in Africa: Advancing a Qatari Perspective.

Jason holds a MA in Teaching from Rhode Island College (2003) and a MS in Global Studies and International Affairs from Northeastern University (2012). He has eleven years of experience teaching English language and critical thinking skills at higher education institutions such as King Saud University in Riyadh, KSA, Northeastern University and University of Massachusetts, Boston. Jason is the former Assistant Director of the English Language Center, Old Dominion University, Norfolk, VA.

Jason's current research explores the policy process of natural resource governance and transparency/good governance initiatives on the African continent and in the MENA region, the international political economy of Arab Gulf States, small state diplomacy, South-South cooperation, and developmental state models.

Ben O'Bright

Ben is a PhD student in Political Science and International Relations at Dalhousie University in Halifax, Canada. His research focuses on the leveraging off-the-shelf consumer technology, namely information and communications technology, for achieving human security, successful post-conflict reconstruction, filling gaps in institutional governance, and generalized development.

Ben holds a Combined Bachelor of Arts degree in Political Science and Legal Studies from Carleton University, where he studied the pre-Edward Snowden use of digital media sources by intelligence agencies for data collection, and a Masters of Science in the Politics and Government of the European Union from the London School of Economics and Political Science.

At the latter, his dissertation research focused on the reflection of core European Union institutional values, namely the respect for human rights, in member state digital media policies.

Between 2007-2013, he worked as a lead researcher with Landon Pearson Resource Centre for the Study of Childhood and Children's Rights, the London-based social innovation firm Eden Stanley Group, and as a Junior Researcher with the North-South Institute (NSI), under their natural resources and governance programme. Ben has also worked as a consultant with a number of organizations on natural resource governance and human rights related projects, including UNICEF, the Qatar Foundation, the United Nations Office of Sustainability, the United Nations University (Tokyo), the United Nations High Level Panel on Post-2015 Millennium Development Goals, the African Mineral Development Centre, and the United Nations Economic Commission for Africa. Today, Ben is an Associate Researcher with the Centre on Governance at the University of Ottawa and with the Institute for African Studies at Carleton University, as well as a researcher on digital human rights and technologies with the Dalhousie University Social Media Lab.

EDITORIAL COMMENTS

INVESTMENT AND GOVERNANCE OF AFRICA'S RESOURCES: ECONOMIC DIVERSIFICATION FOR DEVELOPMENT

**Hany Besada, Mohammed Everen Tok,
Jason McSparren and Ben O'Bright**

It is with great pleasure that we present Volume 8 Issue 1 of Nigeria's *Journal of Sustainable Development Law and Policy* – a Special Issue on *Investment and Governance of Africa's Resources: Economic Diversification for Development*. This Special Issue brings together contributions from leading academics and practitioners who are engaged in implementing initiatives relating to investment and governance of the extractive industry in Africa and the Middle East.

The start of the new millennium has witnessed a new scramble for Africa's resources. In the span of a decade, both the volume and value of minerals, metals and oil have grown dramatically. In some cases, the costs of certain metals (such as copper) have more than tripled in value, with the average cost for most minerals and metals at least doubling. The market has also witnessed an almost exponential rise in global oil prices. Similarly, despite almost decades of sustained economic growth, with many countries achieving 5 per cent (or more) GDP growth per annum over the last decade, this has not translated into a significant increase in jobs, with unemployment rates within the largest population group – the youth – at the same levels today as they were in 2000. While all of this has generated massive profits for host governments and the international extractive industry, the developmental needs of many African countries, in which many of these natural resources are to be found, remain as stark as ever.

Proportionately, Africa has the highest number of people living in extreme poverty. In all the areas examined and measured by the Millennium Development Goals, although significant improvements in some areas have been made, Africa remains far behind the rest of the developing world in its progress towards therealization of these targets. Despite extensive reserves of oil and natural gas, an abundant wealth of minerals and metals, many on the continent continue to suffer extreme levels of poverty, inadequate health and education services, and poor infrastructure. In sum, the global commodity

boom that has induced a new scramble for Africa's natural wealth has so far done little to improve the quality of life for those to whom these resources belong. Importantly, and often omitted from the debate, is that one day the mines will be empty, the last barrel of oil will be pumped, and the windfall profits will remain significant only as a historical fact.

While the natural resource boom has sustained continued prosperity and growth within the economies of Africa's traditional "partners" (i.e. the USA, the EU and Japan), it has also fuelled the economic development of emerging markets, such as China and India. Stated simply, the abundant natural resource wealth of Africa has done more for those living off the continent than it has for those living on it. Put another way, the developmental and economic benefits of the African extractive industry have better served the needs and interests of external actors, sustaining a pattern of exploitation that, tragically, can be defined in centuries.

The State of Qatar has typically been an economy heavily reliant on oil and gas. These natural resources have been managed effectively to bring prosperity to the country. The Qatari government is looking to diversify its economic base, and the vast commodity base that Africa holds offers an opportunity to strategically invest in the continent. As a hub located in the Middle East and the North Africa region, Qatar has a distinctive potential to assume a role as a prominent investor in African resources, as well as a crucial intermediary for international investors and governments. As a state with expertise on sound governance in converting natural resource wealth to beneficial economic growth, Qatar has a platform to engage the regional and global interest in African resources effectively to simultaneously address increasing global commodity demand as well as the crucial sustainable development of Africa.

The Need to Sustain and Enhance the Debate

From the perspective of African stakeholders and some foreign partners, there is an increased recognition of the need for better governance practices in relation to the extractive industry. Many African leaders have come to recognize that how the continent's resources are managed and exploited is critical to their ability to enhance both state and human security and to ensure sustainable development. By default, this is an admission that the natural resource wealth of Africa must better serve the interests and needs of the African people. It is an admission that the pattern of exploitation must change and a new economic relationship paradigm must be forged on national, regional, and international levels.

However, while profits from the extractive industry have reached record heights, the opacity of the governance systems that manage how revenue is generated, allocated, and used, remains a serious obstacle. Various national, regional and international initiatives, such as the Extractive Industry Transparency Initiative and Publish What you Pay, have sought to address and remedy this by promoting greater stakeholder inclusion and revenue transparency. The complexity of this sector has served to hamper effective national, unilateral action, and regional initiatives have thus now come to the fore. Within a globalized economy, where issues relating to finance and revenue transcend traditional notions of state sovereignty, the states' claim to independence is increasingly tenuous. Any comprehensive approach to reforming the governance of the extractive industry must have this notion as its central, operative tenet. The important role of the African Union and other regional bodies is critical, particularly in its ability to formulate a common vision and set shared standards. Initiatives such as the African Mining Vision and the establishment of the African Minerals Development Centre, based in Addis Ababa, Ethiopia, as well as the potential for a central information and investment centre in Qatar, are prime examples of this regional approach.

The articles in this Special Issue divide themselves very neatly into two distinct components: (a) present current initiatives and progress; and, (b) current and international thinking on governance and the extractive industry. In other words, this Special Issue focuses on what is currently being done and what ideas shape the discourse. In paper 1, Elem Tepecikliglu discusses how for many years, engagement with African countries was given secondary priority in Turkish foreign policy which began to change in the late 1990s. This was a result of expanding foreign policy options, with African countries now viewed as offering Turkey new prospects for foreign policy diversification and an opportunity to enter new markets. In paper 2, Liu Haifang notes that China's presence has had positive spillovers for Africa growth in the past decade, but it would be an exaggeration to analyse Africa's weak performance only through a prism of China. She argues that Africa has been important for China's going global strategy, but it goes way beyond just the resource sector.

Paper 3, by Kojo Busia and Charles Akong, presents a dynamic, innovative framework for analysing policy change in the extractive sector in Africa, based on the power in ideas and interests' networks. The paper analyses the binding political economy constraints African governments should overcome at the global, regional and country levels to implement the transformative ideas of the AMV. Fantu Cheru, in paper 4, examines the extent to which Qatar can strategically deploy its "soft power" to enable African countries fully develop their extractive sector and embark on a process of

industrialization. He points to how Qatar can take the lead in support of the development of mineral processing industries in Africa through public-private partnerships, and experience sharing in terms of the management of natural resources given Qatar's track record in this respect.

In paper 5, Tim Shaw examines evolving perspectives and debates through the lens of the 21st century. It identifies the unexpected and unprecedented range of transnational governance initiatives that have been proposed since the turn of the century. Blair Rutherford, in paper 6, identified how land held in some sort of customary arrangements, which is the type of legal setting for most African land users, entails a whole set of different problems. In particular, a significant problem identified in this paper is the identification of "the community" itself, as there is often nested land rights to most such land and land-based resources, constituted in part through different overlapping or contested forms of governance mechanisms.

Karolina Wener, in paper 7, highlights the fragile state of post-conflict governments focusing on the delicate balance between attracting foreign investment and fighting corruption and poverty in environments already susceptible to recurring violence. She argues that understanding the levels of governance and goals of actors involved can contribute to unraveling the curse. Kobena Hanson, in paper 8, evaluates the extent to which Africa is establishing a new, more complex, evidence-based, more participatory, and coordinated vision of natural resource management (NRM). He argues that while the broad capacity development of all actors (i.e., investors, civil society, locals, and government) is desirable for effective NRM, it is usually unrealistic in the timeframe of resource exploitation priorities and processes, and given the other needs that prevail in the African context.

Franklyn Lisk's paper ascribes significant macroeconomic policy and regulatory roles to the state with respect to leveraging Africa's extractive sector for economic development and transformation linked to the creation of more productive and better jobs. He argues that in terms of development strategy, African governments should use resource wealth to foster inclusive and diversified economic growth and promote industrialization including agribusiness, while at the same time addressing skills mismatch in the labour market which acts as a constraint on access to current and future formal sector employment opportunities.

George Kararach, in paper 10, argues that the continent needs to address important policy questions: what natural resource governance policies and frameworks are necessary to enhance development prospects in a sustainable way? What are the broad-brush trends in the global economy that Africa needs to pay attention to to achieve the sustainability agenda? He argues that natural

resources and global volatility will continue to influence the debates around Africa's development agenda for decades to come. In paper 11, Elias Ayuk and Rebecca A. Klege review the importance of the extractive sector to selected African countries. They identify sources of global volatility that affect the sector and further attempt to establish the factors that drive the volatility-growth nexus.

In paper 12, Ben O'Bright attempted an examination of the shifting dimensions of Qatar's international relations strategies primarily with African states, focusing particularly on its current use of, and the potential for, soft power. It began with a comprehensive overview of soft power, including its historical origins, definitional boundaries, associated tools and mechanisms, and the concept's pragmatic problems and limitations. In paper 13, Cristina D'Alessandro develops an analysis of fluid, multiscale, and networked governance. This governance is a multifaceted and complex mechanism of interaction and management, in which numerous stakeholders are involved and with a fundamental environmental dimension. The Special Issue wraps up with paper 14 which explores legal and policy frameworks for addressing environmental and social challenges associated with extractive investments in Nigeria.

Special thanks are due to the Qatar National Research Fund (QNRF) which provided generous funding for the research project that culminated in this publication – The QNRF's National Priority Research Program (NPRP) funded the project, entitled "Governance of Natural Resources in Africa: Advancing a Qatari Perspective and Economic Diversification". NPRP No.: 6-1272-5-160.

With gratitude to members of the editorial team and our external reviewers who volunteered their time and intellect to enhance the quality of the articles selected, we invite you to turn the pages of the Issue and embrace the wealth of information and knowledge therein.

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Yours truly,

Prof. Hany Besada, PhD (Warwick)
Managing Editor of the Special Issue
Deputy Executive Director, Diamond Development Initiative (DDI)
E: hany.besada@ddiglobal.org
Non-Resident Senior Research Fellow, United Nations University (UNU)
Institute for Natural Resources in Africa (INRA), United Nations
Accra, Ghana
E: besada@unu.edu

Senior Fellow, Centre on Governance (CoG)
University of Ottawa, Ottawa, Canada
Office: +1 613 562 5800, Ext 6600
E: hbesada@uottawa.ca

Research Professor, Institute of African Studies (IAS)
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E: hany.besada@carleton.ca